

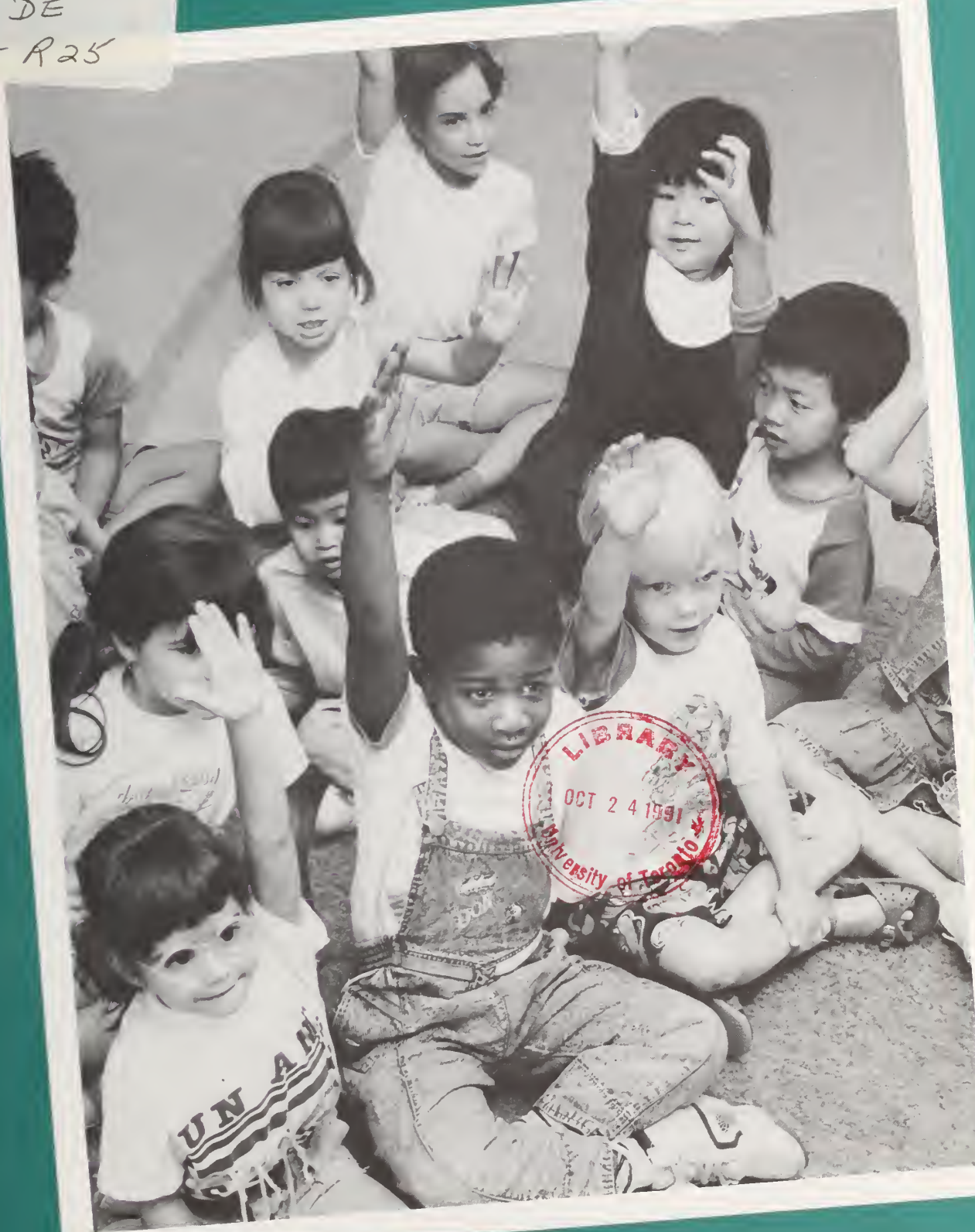


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Report of the Minister of Education 1989-90

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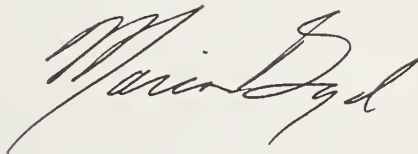
The Honourable Lincoln M. Alexander
P.C., K.St.J., Q.C., B.A., LL.D.
Lieutenant-Governor of Ontario

Sir:

It is my privilege to present, for the information of Your Honour and the Legislative Assembly, the annual report of the Ministry of Education for the fiscal year beginning April 1, 1989, and ending March 31, 1990.

This report covers a year in which the Ministry of Education began a fundamental reform of Ontario's elementary and secondary education system. The ministry worked in close co-operation with Ontario's school boards, professional educators, and a broad range of interest groups to ensure that improvements to Ontario's system of education would benefit all citizens in our province.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Marion Boyd". The signature is fluid and cursive, with the first name "Marion" written in a larger, more prominent script than the last name "Boyd".

Marion Boyd
Minister of Education

The Honourable Marion Boyd
Minister of Education

Mrs. Boyd:

I am pleased to submit to you the annual report of the Ministry of Education for the 1989-90 fiscal year. The report contains detailed information about the many programs and activities undertaken by the ministry during the period.

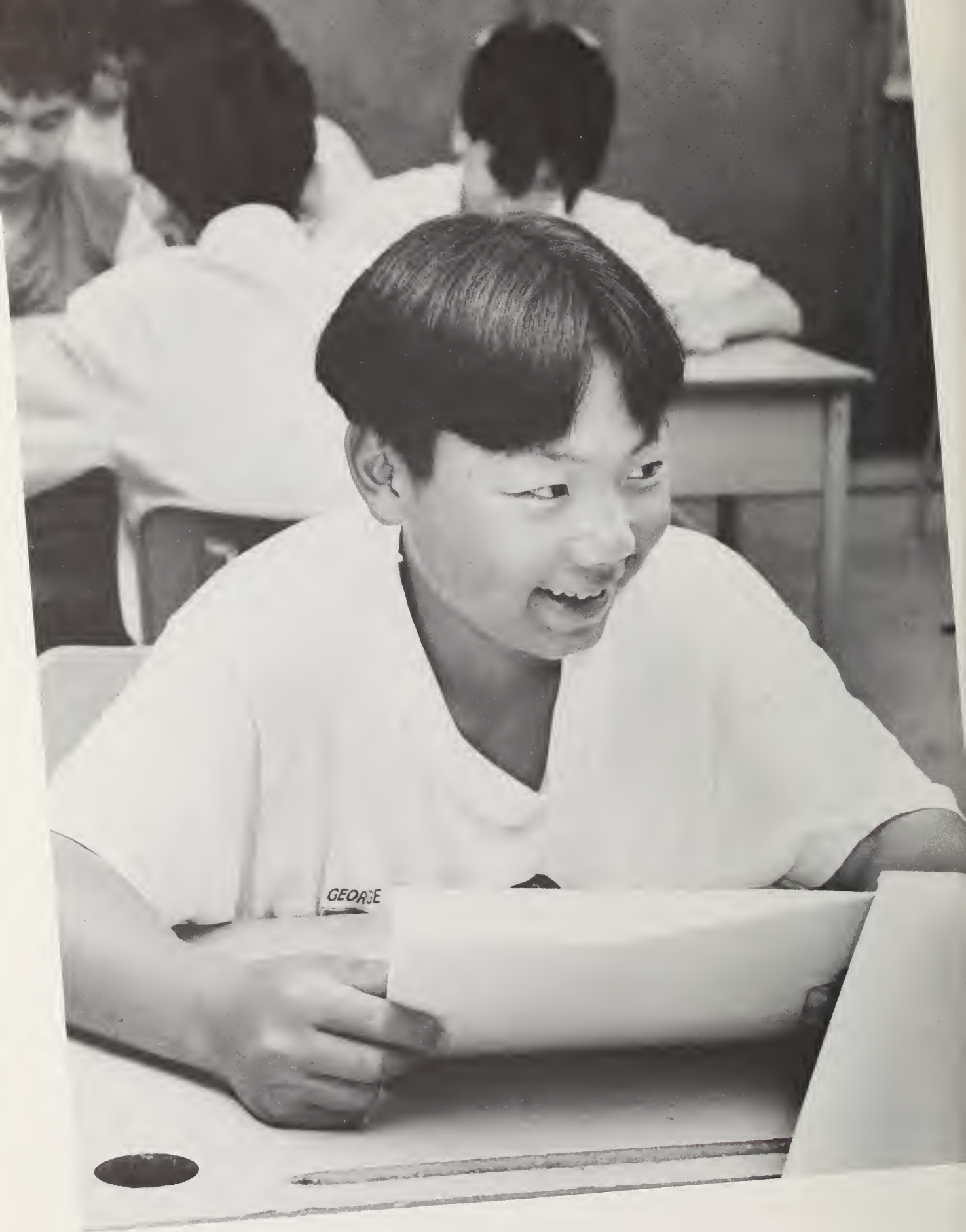
Respectfully submitted,

A handwritten signature in black ink, appearing to read 'R L Mitton', with a long horizontal stroke extending to the right.

Robert L. Mitton
Deputy Minister

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A Plan for Education in a Changing World

The students in Ontario's schools are growing and learning in a world marked by change. The family is changing; a lifetime can now involve several career changes; technology is advancing at a breathtaking pace. These are some of the aspects of Ontario's dynamic society that touch the lives of students both inside and outside the classroom and make their world very complex.

In the face of such rapid change, the form that schooling will take in Ontario is a critical issue. Ontario's students must possess confidence in their abilities, a positive attitude towards learning, and habits that will facilitate the lifelong pursuit of knowledge. A purposeful and relevant education system will meet these needs, encouraging the development of individual potential and contributing to the economic well-being of the province.

In April 1989, the Ontario government put forward a plan that proposed extensive changes to the education system in the 1990s. The emphasis of the plan is on quality – on changes that will promote creative and exciting learning in our schools and foster a lifelong love of learning in our students.

Quality means that Ontario's elementary schools offer an education that helps children to develop basic learning and social skills to a high standard of achievement. It means that secondary schools give students the opportunity to acquire advanced knowledge and provide bridges to post-secondary education and the world of work. And it means that fair access to these opportunities is ensured.

Key Areas Under the Plan

The plan focuses on six key areas.

The Early Years (Junior and Senior Kindergarten)

Education in the early years should build on a child's natural curiosity and capacity to learn. To ensure that all children have the opportunity to benefit from a welcoming and stimulating learning environment, the Ontario government has made long-term plans to make Junior and Senior Kindergarten programs available throughout the province. By 1994, all school boards will be required to offer half-day Junior Kindergarten programs for four-year-olds. School boards will also receive funding to offer full-day Senior Kindergarten programs where space permits. Attendance in Kindergarten programs will remain at the option of parents.

The Formative Years (Grades 1 to 6)

In Grades 1 to 6, students should have opportunities to develop the basic skills in literacy, mathematics, problem solving, and communication that will provide the foundation for later learning. Building on the reduction of class sizes in Grades 1 and 2 (an initiative announced in 1987), the formative-years proposal includes the development of benchmarks, or commonly accepted standards, to help in the assessment of an individual student's progress. There will also be an emphasis on the early identification of barriers to learning and the provision of remedial help.

The Transition Years (Grades 7 to 9)

Grades 7 to 9 are critical years when students face the major leap from the familiar surroundings of elementary school to the very different surroundings and educational program of secondary school. At present, students at the end of Grade 8 must, for the first time, think of their schooling in terms of courses and levels of difficulty. Together with their parents and teachers, students should have more time to explore these choices. They must have more opportunity to develop their interests and learn about themselves before they are asked to choose areas of specialization that will help to determine their career paths.

To provide that opportunity, the government has called for the elimination of streaming in Grade 9, so that choices among basic, general, and advanced levels of instruction do not have to be made until Grade 10. As well, it has been proposed that a core curriculum be developed for the transition years, marking Grades 7 to 9 as a distinct phase in a student's schooling.



The Specialization Years (Grades 10 to 12)

Education in Grades 10 to 12 should give students opportunities to explore possible career choices. Students must be encouraged to consider all the paths open to them, whether they plan to enter the work force after secondary school or to pursue postsecondary education. Changes in the specialization years will involve improving career education and out-of-classroom learning opportunities, to ensure that students reach their potential and acquire fundamental skills.

Technological Education

All of Ontario's students should have the opportunity to understand and master technological skills, which have become essential in a society characterized by rapid changes in technology. The strategy behind the technological education proposal is to ensure that students have the skills that will enable them to respond flexibly to changes in technology. The initiative will focus on the skills associated with five broad categories of technology: communications, construction, manufacturing, services, and transportation.

The provision of new equipment for technological education will also be critical. Students will have the opportunity to study and use computer-assisted design and manufacturing technologies, desk-top publishing software, video and audio equipment, as well as other emerging technologies. Partnerships among schools, business, labour, and the community will be essential to these changes.

Teacher Education

The plan proposes that teachers be provided with both the initial training and the ongoing professional development they need to continue delivering quality education to Ontario's students.

Consultation

Although the government's plan articulates a direction for change, the major policies by which the plan will be realized will be determined in consultation with educators and the public.

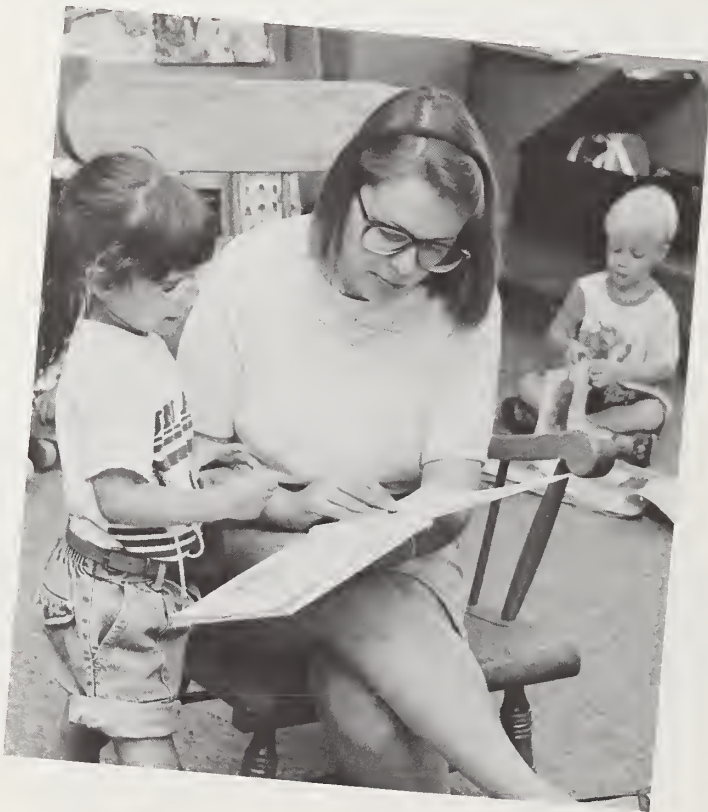
To provide leadership for this process, the Ministry of Education established the Learning Programs Secretariat in June 1989. The secretariat's tasks are to establish and manage a consultation process involving those interested in elementary and secondary education in Ontario; to establish goals and objectives for the consultation process; and to create, within this context, new policies for the six key areas.

Assisting the secretariat are six work teams – one for each of the six key areas – that include teachers, school board officials, and ministry staff. Each work team's responsibility is to reach out to the education community to define specific issues in its area and to develop new ideas that will help to make elementary and secondary education more relevant to students' needs, now and in the future.

For advice and criticism on the progress of plans and policies as they develop over the next few years, each work team has access to at least two "reaction" groups – one anglophone and one francophone – composed of representatives of interest groups from across the province.

In addition, work teams have the benefit of regular feedback from the Learning Programs Advisory Council. The council – a body of more than forty people representing all major interest groups, including students, educational associations, business, and labour – is reviewing all of the initiatives as they evolve.

On December 7, 1989, a document titled *Action Plan, 1989-94, Restructuring the Education System: A Framework for Consultation* was distributed to all school boards in the province. This document outlines the consultation structure described above, which will ensure thorough discussion of all the issues and options.



Funding

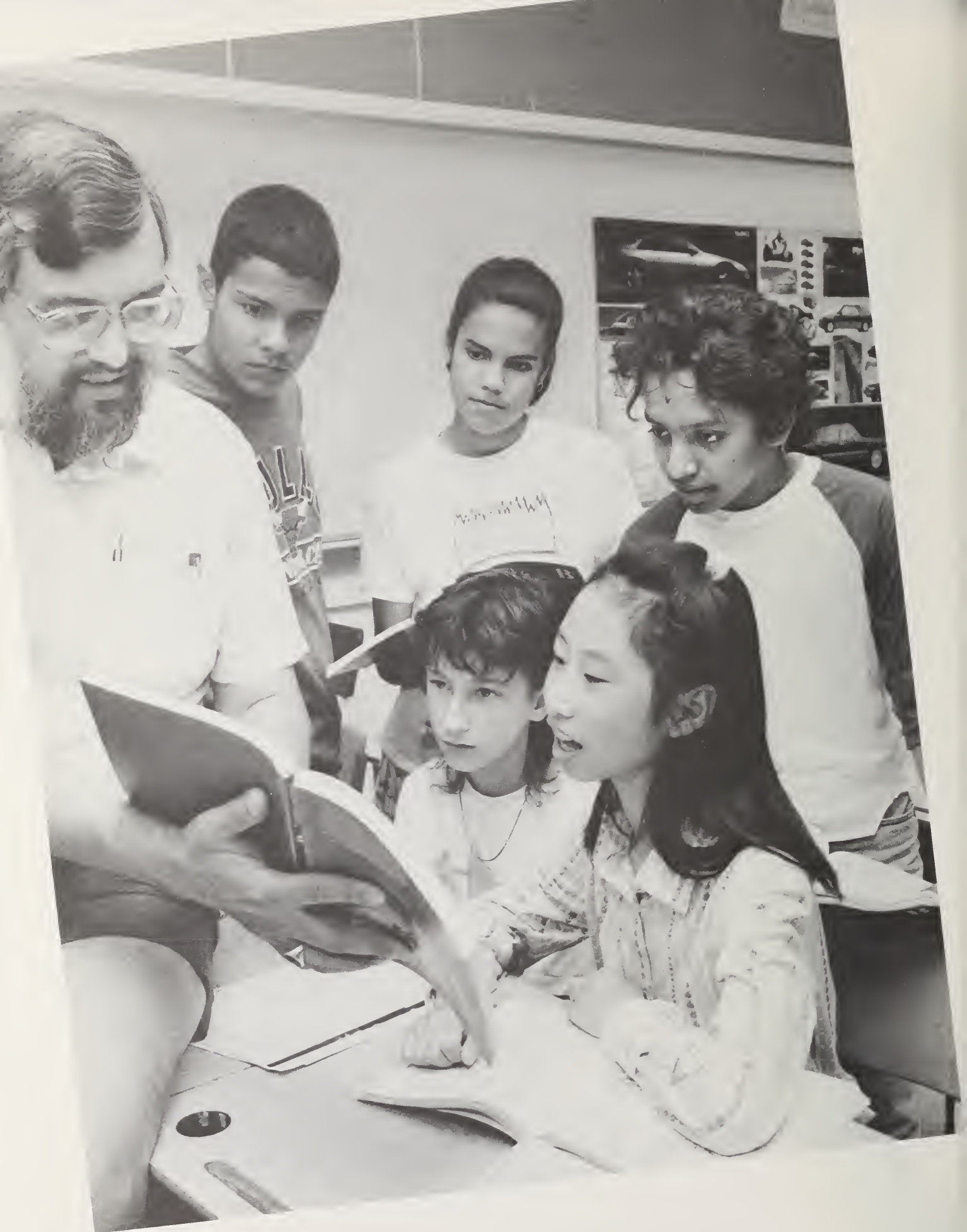
In the May 1989 provincial budget, the government committed \$354 million over five years for initiatives in the six key areas.

In January 1990, the first allocations from this fund were announced. A total of \$15 million was made available to Ontario school boards for pilot projects and technological equipment purchases related to three of the six areas – the early years, the transition years, and technological education.

Climbing equipment and sand and water tables are some of the items that school boards will purchase through a \$400 000 incentive fund to help boards establish Junior Kindergarten programs.

In addition, \$2.6 million for each of two years was allocated to fund school board pilot projects that will explore innovative learning programs for the transition years. These projects will assist in (a) the development of a co-ordinated school program and a core curriculum that emphasize basic skills in literacy, numeracy, and science and technology; (b) the elimination of streaming in Grade 9; and (c) the improvement of support for students making the move from elementary to secondary school.

Because of rapid changes in technology and technological knowledge, the greatest portion of the fund was devoted to technological education. The \$12 million Technological Education Equipment Renewal Fund will allow school boards to respond to changes in technology as well as to fulfil requirements for Ontario's new technological studies program, which will begin in 1990-91.



Directions in Education, 1989-90

The education reforms undertaken in 1989-90 involved primarily the six key areas identified in the preceding section. These new initiatives built on a foundation of existing initiatives and programs undertaken to foster quality in education. In this section, each of the recent initiatives will be described.

Class Size

Action to reduce the average number of pupils in Grade 1 and 2 classes in Ontario was first announced in 1987. Smaller classes in these grades will facilitate a secure, encouraging learning environment for children and allow teachers to give greater individual attention to each pupil.

The first phase of the reduction began in September 1988, as school boards aimed to achieve an average ratio of twenty-four pupils to one teacher. It was expected that boards would further reduce this ratio to twenty-two pupils per teacher in September 1989, leading the way to an average pupil-teacher ratio of twenty to one in September 1990. School boards record their success in meeting these targets in the School September Report that they submit to the ministry each year.

The government has allocated a total of \$142.2 million to fund the third and final instalment of the initiative in 1990-91.

Student Retention and Transition

Meeting the individual needs of secondary students – most of whom will enter the work force directly from secondary school – includes providing all students with information, guidance, educational programs, and experience that will help them to make wise decisions about their future.

In many cases, the immediate challenge is to convince students to stay in school and graduate. In 1987, the government announced its commitment to reducing the drop-out rate in Ontario schools by one-third within five years. Since that time, the ministry's Student Retention and Transition Project has sponsored training programs for principals, guidance department heads, and teachers, to give them strategies for retaining potential drop-outs and for encouraging actual drop-outs to return to school.

In 1989-90, a series of research studies on student transition and retention commissioned by the ministry was completed. The ministry also prepared booklets describing successful student retention programs developed by schools and school boards throughout Ontario. These booklets were distributed to all secondary schools in the province.

In 1989-90, the third year of the Student Retention and Transition Project, the ministry hosted a series of one- and two-day workshops for educators. Among these, nine two-day workshops sponsored by the ministry and Indian and Northern Affairs Canada addressed retention and transition problems for Native students. Principals, counsellors of Native students, students, and representatives of groups within the Native community attended the program.

Three pilot projects involving Indian Friendship Centres were conceived in 1989-90 to encourage Native students to return to school. In these projects, Friendship Centres work co-operatively with local school boards to identify Native students who have left secondary school but would return if an alternative study program were available. School boards are responsible for individualizing educational programs to meet the needs of each student. The projects will begin in the 1990-91 school year.

Helping students to complete secondary school is but one crucial step in the educational process. In addition, schools need to increase their assistance to students preparing for the transition from the school environment to the postsecondary system or the world of work.



Creating and strengthening partnerships between educational institutions is one way to provide this help. In March 1990, the ministry provided \$910 000 to fund forty-four linkage projects between secondary schools and colleges of applied arts and technology. Each project funded is based on an agreement between one or more school boards and one or more colleges. These partnerships will allow school and college teachers to work together to identify the secondary level courses, skills, and levels of performance that will best prepare students for specific college programs. In some cases, students will be able to earn advanced standing or preferred admission for their secondary school work.

Also in March 1990, the ministry announced that it would provide \$400 000 to fund eight pilot-project career information centres operated by school boards. The centres, four of which will be operated in Northern Ontario, are in addition to fifteen centres already established by school boards.

Each centre will offer up-to-date information about careers, in the form of printed materials, videotapes, and computer programs, and will provide individual assessments and counselling. Any individual who has dropped out of secondary school but is thinking of returning, or who wants training, will be able to use the centres.

The centres will provide training and advice to educators, too, and will serve as focal points for partnerships among school boards, local colleges and universities, business and industry, and government agencies.

Co-operative Education

Links between schools and business, labour, and the wider community are an important part of a quality education system. Such links permit students to gain a new perspective on their studies by applying their learning outside the classroom.

In 1989-90, the ministry continued to encourage the development of co-operative education programs that integrate classroom learning with on-the-job experience. For students who do not plan to continue their education at the postsecondary level, co-operative education programs provide practical information on which to base career decisions and help students to prepare for direct entry into a career. For students who go on to university or college, co-operative education work placements help to foster self-confidence and a better understanding of the workplace and can confirm hunches regarding possible career paths.

In the 1989-90 school year, approximately 50 000 students registered for co-operative education programs in Ontario. Their placements encompassed all areas of the curriculum, including business and technology, theatre arts, science, mathematics, and geography.

During the period from 1986 to 1989, approximately \$20 million in funding was allocated to school boards for co-operative education initiatives. In 1989-90, in the third and final stage of the funding, \$2 million was made available to assist in maintaining existing programs and to encourage new directions for co-operative education programs, such as establishing satellite campus locations, teacher internships, and entrepreneurship study programs.

Select Committee on Education

The Select Committee on Education of the Legislative Assembly was established in 1987 with the mandate of reviewing various aspects of Ontario's education system. Its hearings, reports, and recommendations make an important contribution to the ongoing dialogue among Ontario's partners in education.

In April 1989, the Minister released a public response to the first report of the committee, which had examined the overall goals of education in the province. This response included a commitment to pursue the committee's recommendations on improved guidance counselling, more homeroom learning for students in Grade 9, and exchanges between elementary and secondary school teachers. These recommendations were later taken up as part of the plan for change in Ontario schools in the 1990s. Also relevant to this plan were the committee's recommendations on streaming, particularly with respect to the need to investigate alternative ways of organizing schools and the learning process in light of the elimination of streaming in Grade 9.

The committee's second report, released in July 1989, discussed modifications to the school day and the school year. In response, the ministry indicated that it would welcome school board requests for approval of such changes, which are permitted under the Education Act after there has been extensive public consultation.

The committee's third report, released in January 1990, considered education funding. The ministry has addressed several of the report's recommendations in recent initiatives. In particular, the ministry is reviewing both the operating and capital grants to school boards and continuing to develop descriptions of funding regulations and procedures that will make Ontario's system of educational finance easier to understand.

Minority-Language Governance

One aspect of change in Ontario is the increasing diversity of the population. The education system must not only recognize diversity but also provide an atmosphere in which the province's diverse peoples are treated with respect and esteem.

Bill 75, passed in 1986 and now part of the Education Act, set out the governance of minority-language education in Ontario – that is, the procedures to be followed and the responsibilities to be fulfilled when the two official language groups, English and French, are represented within a single board. For example, the bill specified the minimum number of trustees that can represent the minority-language section on a board, as well as their authority over minority-language schools and classrooms.

Since 1986, a number of recommendations have been made for clarifying or adding to Bill 75. In the spring of 1989, a group representing a number of francophone associations was assembled to review proposed changes to Bill 75 (with the assistance of ministry staff) and to make recommendations to the Minister. Using this group's recommendations as background, the ministry released a consultation document in January 1990.

The consultation document provided direction on thirteen major issues, including whether the minimum number of three trustees representing a minority-language section of a board should be increased; whether the Education Act should be amended to clarify the exclusive jurisdiction of a minority-language section of a board with respect to hiring of teaching, supervisory, and administrative staff; and whether minority-language governance should be extended to district school area boards and rural separate school boards.

The ministry invited members of the education community to respond to the consultation paper's recommendations by June 1990.

Religious Education

An Ontario Court of Appeal decision in January 1990 changed religious education in the province's public elementary schools. In a unanimous decision, the court found that subsection 28(4) of Ontario Regulation 262 was inconsistent with the Canadian Charter of Rights and Freedoms. The court decision did not affect schools operated by the Roman Catholic separate school boards.

On February 28, 1990, the ministry announced that the government would not appeal the court decision. At the same time, the ministry presented an interim policy for public school boards wishing to offer a program of education about religion in compliance with the court decision.

The ministry's interim policy also included a guarantee that students would be exempted from education about religion upon the written request of a parent. In addition, public school boards were informed that they can provide space, as they do for various community-related activities, on the request of parents who wish their children to be taught religion by clergy or designates, provided the instruction takes place outside the school day. However, because the Canadian Charter of Rights and Freedoms requires equality of treatment, boards that exercise this option must provide space to any religious group making such a request.



A ministerial inquiry into religious education in public elementary schools was conducted by Dr. Glenn Watson, a former director of the Brant County Board of Education. Dr. Watson's mandate was to review existing policy with respect to religious education; to identify curriculum options for a religious education policy that responds to the multicultural and multifaith nature of the province; and to identify appropriate teacher preparation strategies to support the teaching of religious education. Dr. Watson's report, presented to the Minister in late January 1990, will be released sometime in late 1990.

Deaf Education

A report on education programs for deaf and hard-of-hearing English-language students was released by the ministry in December 1989. The report contained the findings and recommendations of two committees. The first was an internal review committee that included representatives of school boards and the provincial schools for the deaf. The second was an external review committee composed of experts in deaf education. Beginning in November 1988, the committees held eleven public meetings across Ontario and received more than 130 submissions.

Committee members examined the student programs offered by Ontario's three provincial schools for the deaf – the Ernest C. Drury School in Milton, the Robarts School in London, and the Sir James Whitney School in Belleville. The committees also evaluated the ministry's teacher education program at the Sir James Whitney School and other, related programs offered by thirteen school boards in the province. Program evaluations included surveys of parents, students, educators of the deaf, program administrators, and residence counselors employed by the provincial schools.

Among the report's recommendations were the following: that the ministry investigate the use of American Sign Language as a language of instruction; that teacher training for deaf education be transferred to one or more Ontario faculties of education; and that affirmative action programs be developed to increase the number of deaf and hard-of-hearing persons who are qualified teachers of the deaf.

The ministry is currently reviewing the committees' findings and recommendations. It is expected that the first steps in the ministry's response to the recommendations will be announced in June 1990.

A separate review of programs for deaf and hard-of-hearing students with a French-language background was also conducted by the ministry in 1989-90. Results from the review are expected in June 1990. As well, the Ministry of Colleges and Universities conducted a review of educational opportunities for deaf and hard-of-hearing students in postsecondary institutions. Release of this report is expected in the summer of 1990.

Heritage Languages

The Heritage Languages Program gives elementary students an opportunity to acquire, maintain, or improve their skills in languages other than English or French. For some students, the program affirms their cultural roots; for others it provides an opportunity to improve their linguistic abilities while learning to appreciate and understand a culture other than their own. Beginning in September 1989, school boards were required to provide heritage language classes when a request for teaching of a particular language was made by the parents of twenty-five or more students of the board. Heritage language classes may be offered after school, in the evenings, on weekends, or, where there is a large enrolment, through an extension of the regular five-hour school day.

At the beginning of the 1989-90 school year, sixty-eight school boards were offering classes in sixty-two heritage languages to more than 95 000 students. Over the course of the school year, the ministry provided grants of more than \$12 million to school boards for the Heritage Languages Program.



Provincial Reviews

The Provincial Reviews program provides the ministry with an opportunity, each year, to assess the effectiveness of the curriculum taught in schools and the level of student achievement. The results provide parents, students, and educators with a clear indication of the strengths and weaknesses of programs under review. This information also enables the ministry, school boards, and schools to make decisions about program changes.

To conduct a provincial review, the ministry selects a representative sample of schools from across Ontario and then tests the students in a particular subject area. Key components of the instructional process, such as the strategies used for teaching and assessing students, the extent of a teacher's experience, and the students' attitudes and opinions, are also evaluated, to help put the test results into perspective.

School boards have the opportunity to conduct board reviews using the instruments and procedures developed by the ministry. Results of these reviews are conveyed in both a board report and individual school reports.

During the 1989-90 school year, provincial reviews were conducted in Grade 8, 10, and 12 mathematics. The sample included Grade 8 students in 100 English-language schools and 100 French-language schools; Grade 10 (general level) and Grade 12 (advanced level) students in 100 English-language secondary schools; and Grade 10 (general level) and Grade 12 (advanced level) students in all French-language secondary schools. Results of this review are expected in the summer of 1991.

Reports on provincial reviews of secondary school advanced level chemistry and physics were released in April 1989. (Advanced level chemistry and physics are taken by students in their third and fourth years of secondary school.) The provincial reviews, carried out during the 1988-89 school year, rated student achievement in the two science subjects against the expectations outlined in the ministry's curriculum guidelines. About 7600 students took part in the physics review and 12 500 in the chemistry review.

The reviews found both strengths and weaknesses in the two science courses. For example, in physics, student performance in answering questions about "waves and sound" was rated as satisfactory, whereas performance in answering questions about "atomic structure and nuclear physics" was marginal. In chemistry, students received an overall satisfactory rating for their knowledge and their ability to apply this knowledge to new situations, but they had difficulty in answering questions that required several steps in reasoning or that required them to combine concepts from different areas of the course.

Results of the chemistry and physics reviews will help teachers to implement the ministry's new science curriculum guidelines, which came into effect in September 1989. (The new guidelines cover the science curriculum from Grade 7 through secondary school.) The results will help the ministry to identify any program or curriculum changes that should be made at the provincial level.

Drug Education

Teaching children to respect their health and value healthy living is an important part of Ontario's education process. Beginning in the 1989-90 school year, all Ontario school boards were required to provide drug education in Grades 4 to 10. Education concerning the effects of tobacco became mandatory for students in Grades 4 to 10, while learning about alcohol and illegal drugs such as marijuana and cocaine became mandatory for students in Grades 7 to 10.



In November 1989, the ministry announced that school boards will be required to offer drug education in Grades 1 to 3, also, beginning no later than September 1991. Drug education in these early grades will be age appropriate and will focus on helping children to develop a basic understanding of healthy practices.

Providing effective, relevant drug education programs requires equipping teachers with specialized skills and knowledge. In April 1989, the ministry allocated \$5.2 million over two years to school boards to provide teacher training in drug education. This training will provide teachers and school boards with ways of teaching about drugs that will help students to make the right choices. The training will also prepare educators to recognize and deal with drug-related problems.

A thirty-one-member advisory committee chaired by Karl Kinzinger, former director of the North York Board of Education, continued its task of creating a policy framework to guide school boards in the development of a drug education policy. The advisory committee, including trustees, supervisory officers, and representatives from teachers' organizations, home and school associations, the Addiction Research Foundation, the Ontario Provincial Police, and the ministry, is expected to complete its report by the summer of 1990.

Pooling

One of the ministry's priorities in 1989-90 was to enhance the ability of the education system to provide equitable access to opportunities and resources. Accordingly, the ministry sought to increase the fairness with which tax dollars, and other revenues that fund education, are distributed.

Like municipalities, school boards in Ontario receive revenue from the taxation of residential, farm, and commercial and industrial properties. The education taxes paid on commercial and industrial properties are a significant source of revenue for boards, providing approximately 40 per cent of the estimated \$5.6 billion raised by Ontario school boards through local property taxes in 1989.

Because of the rules under which education property taxes were raised from commercial and industrial properties, however, Roman Catholic separate school boards received only a limited portion of these funds.

The effect of this was that a separate school board in a particular area would usually have less money available for the education of its pupils than would the coterminous public school board. (Where a public and a separate school board have a common area of jurisdiction, the two boards are said to be *coterminous*.)

The passage of the "pooling" legislation – Bills 64 and 65 – by the Legislative Assembly on December 14, 1989, addressed this long-standing issue of equity in Ontario's system of financing education by providing for fairer access to local tax support.

Pooling changes the way in which the education taxes paid by publicly traded corporations and business partnerships are shared by coterminous school boards. The education taxes of publicly traded corporations will be shared by coterminous boards on the basis of the amount of residential and farm assessment (that is, the value of the residential and farm properties) that each board has in a municipality. For example, if 30 per cent of the residential and farm assessment in a town is directed to the separate school board, then 30 per cent of the assessment of publicly traded corporations in that town will also be directed to that board. A business partnership will be able to direct its education property tax to the separate school system in proportion to the stake in the partnership held by separate school supporters.



Pooling also gives separate school boards a share of the funds paid by telephone and telegraph companies in place of property taxes on their lines and poles.

Pooling will be phased in over a period of six years, beginning in January 1990. To ensure that the public school system will not be adversely affected by the shift of revenue to the separate school boards as a result of pooling, the government has committed to an increase in operating grants of up to \$180 million over the six-year period.

General Legislative Grants

The General Legislative Grants comprise the largest single item in the provincial education budget. They include the foundation operating grants that ensure that every school board has the resources to provide a basic level of educational programs and services.

On December 13, 1988, the Minister announced that the General Legislative Grants to Ontario school boards for the 1989 calendar year would total \$4129.2 million. This figure represented an increase of 6.1 per cent over the grants for 1988. Included in this increase was an enrichment of \$81.5 million in the allocation for the 1987 Throne Speech initiatives, bringing the total amount dedicated to these initiatives in 1989 to \$145.8 million. These initiatives include the reduction of class size in Grades 1 and 2, the purchase of computer hardware and software, the purchase of textbooks and learning materials, and the implementation of the new science curriculum in the Intermediate Division (Grades 7 to 10).

In recent years, the General Legislative Grants have become increasingly complex, reflecting Ontario's desire to support a growing number and range of educational programs and services. Unfortunately, this trend has had the effect of making the funding system more and more difficult to understand. The system's complexity has worked against the need for the ministry and its partners in the educational community to maintain public accountability for spending on education. It has also prevented the system from responding flexibly to changes in government priorities.

Improvements were therefore introduced with the 1989 General Legislative Grants to make the grant plan both fairer and easier to understand. These improvements were the first step in an ongoing review of educational finance by the ministry that was to continue through 1990 and 1991. One of the improvements introduced with the 1989 General Legislative Grants was the introduction of a simplified classification of provincial grants into five categories that included all the main components of provincial funding.

Capital Grants

On April 20, 1989, the Minister announced capital allocations that would support almost \$1.1 billion worth of construction over the three years 1990-92. These allocations would fund 455 projects, creating more than 74 000 new pupil places.

This funding followed the announcement by the Treasurer in the 1989 Ontario budget that a three-year commitment of \$300 million a year for school capital, announced in 1988, would be extended to a fourth year.

As in past years, a major portion of the funding was directed to areas of the province where there was a large increase in the number of pupils. School boards in the Greater Toronto Area received allocations for 119 projects, including 7 new secondary and 43 new elementary schools. All new and replacement schools will include child care centres: altogether, 2950 child care spaces will be created in 98 schools.

Each project is financed by a provincial share and a local share. The average rate of provincial support is 60 per cent of the approved cost of building a new school; 75 per cent of the approved cost of replacements and renovations; and 100 per cent of the approved cost of building child care centres that are parts of new schools.

Lot Levies

Bill 20, the Development Charges Act, 1989, received royal assent on November 23, 1989. A supporting regulation was filed one month later (December 22, 1989). Part III of the Act provides school boards with a new, optional method of financing growth-related school capital projects through the use of lot levies on residential and commercial development. Boards can use lot levies to fund up to 100 per cent of the local share of *growth-related* school construction costs approved by the ministry. That is, lot levies can be used to fund only the construction necessitated by new residential development that will lead to an increase in the number of pupils attending a board's schools.

The Act requires any board that wishes to impose an education development charge to, first, notify the public of its intention and, second, hold a public meeting to explain the reasons for introducing the charges and the manner in which the charges will be calculated.

Boards introducing education development charges by-laws will reduce their reliance on local property taxes to finance the local share of school construction.

Teachers' Pensions

The Teachers' Pension Act, 1989, was passed by the Legislative Assembly on December 20 to ensure the future security of teachers' pension benefits in Ontario. This legislation consolidated into a single fund the two existing pension funds – the Teachers' Superannuation Fund, which provided the basic pension, and the Teachers' Superannuation Adjustment Fund, which provided protection against inflation.

At the same time, the government made a commitment to pay off the current deficit of the combined funds, estimated at \$4 billion, over a period of forty years. This liability existed as a result of pension benefits already earned by plan members. The Teachers' Pension Act provides for the full funding of future benefits earned under the plan through a 1 per cent increase in the contribution rate by both teachers and the provincial government. (The latter pays the employer's share of contributions on behalf of the school boards.)

The reform of teachers' pensions also involved the establishment of a new governing structure for the pension plan. On January 1, 1990, the Ontario Teachers' Pension Plan Board replaced the Teachers' Superannuation Commission as the "arm's length" board responsible for the administration of the teachers' pension plan. The new board assumed its predecessor's responsibilities for the administration of the plan and the resolution of issues concerning individual benefit entitlements. It took on the additional responsibility of managing the fund's assets of approximately \$17 billion. Whereas previous pension legislation had restricted the fund's investments to government debentures, the board was given the authority to invest the pension fund in market securities.

The board is composed of eight members: a chair and four other members nominated by the Minister of Education and three members nominated by the Ontario Teachers' Federation. The appointment of the first chair of the board, Gerald Bouey, a former governor of the Bank of Canada, was announced on January 25, 1990.



Ongoing Activities

The Ministry of Education is continually developing and refining the activities that are a normal part of its operation. A sample of these activities will be described in this section.

Stakeholder Groups

The Ministry of Education regularly consults with organizations that have important interests in the school system, to ensure that their concerns and views are heard and understood. These "stakeholder" groups are essential partners of the ministry in the development of policies and initiatives to improve education in Ontario. Representatives of these groups serve on ministry committees and advisory councils and meet with the Minister, the Deputy Minister, and other senior officials to exchange ideas and information.

In 1989-90, major stakeholder groups included associations representing trustees, teachers, supervisory officers, Native peoples, parents, and students.

Stakeholder groups make a valuable contribution to education through their own activities and programs and through their participation in the ongoing discussion about education.

Distance Education

In 1989-90, more than 90 000 Ontario residents enrolled in courses offered through the ministry's Independent Learning Centre (ILC), one of the largest institutions in North America devoted to distance education. The majority of the enrolments were in secondary school credit courses, although there was a substantial (10 per cent) increase in enrolment in non-credit Adult Basic Education. The Adult Basic Education program offered by ILC consists of courses in adult basic literacy, adult basic English, and English as a second language. ILC also offers an elementary program for children who are unable to attend school.

The major initiative begun in 1988 to improve services for francophones continued. In 1989-90, the focus was on producing new French-language courses and preparing to open a new bilingual storefront office in Sudbury. This office, scheduled to open in the summer of 1990, will serve as the headquarters for ILC's French-Language Section, as well as providing counselling and courses to independent learners in Sudbury and throughout Northern Ontario.

The expansion of local access centres to carry distance education into the community also continued, as the number of centres in Ontario grew from seven to seventeen. These centres permit local residents to enrol in ILC courses in person and to have lessons marked by teachers in their area.

Native Education

The newsletter *Native Languages Monitor* made its first appearance in September 1989, to provide a forum for the sharing of information by educators across Ontario who are involved in Native-language programs. Published in both English and French, this new ministry periodical was distributed to all school boards.

The 1989-90 school year saw the inclusion of more Native-as-a-second-language (NSL) programs in regular school programming. Thirty-three school boards offered NSL programs.

In support of NSL, a Native-language teachers' certification program was offered at two locations during the summer of 1989 – at Lakehead University in Thunder Bay (for teachers of Algonquian languages – Cree, Delaware, and Ojibwe) and at the University of Western Ontario (for teachers of Iroquoian languages – Cayuga, Mohawk, and Oneida).

The Native Counsellors' Training Program was offered during the summer of 1989 at Laurentian University in Sudbury. This four-week summer program assists Native people in acquiring the skills and knowledge they need to provide guidance counselling to Native students in elementary and secondary schools. Since the program began in 1977, 177 Native people have been granted a Native Counsellor's Certificate by the ministry.

Provincial and Demonstration Schools

Ontario's Provincial and Demonstration Schools provide programs for students who are blind, deaf, or deaf-blind or who have learning disabilities. These schools offer teacher education programs and serve as resource centres for school boards.

Demonstration Schools

The Trillium School in Milton, the Robarts School in London, the Sagonaska School in Belleville, and the Centre Jules-Léger in Ottawa provide special education programs for students between the ages of six and twenty-one who, because of severe learning disabilities, require a residential setting. One of the primary objectives of these schools is to develop the students' abilities sufficiently to enable the students to return to the local programs operated by school boards. A teacher education service at all four schools provides a means of sharing special education methodologies and materials with educators from across the province.

The Trillium, Sagonaska, and Robarts schools are operated directly by the ministry, with English as the language of instruction. The Trillium and Sagonaska schools each have an enrolment of thirty-two students, whereas the Robarts program accommodates twenty-five. The Centre Jules-Léger, for francophone students with severe learning disabilities and hearing and vision impairments, is funded by the ministry under a contractual agreement with the Faculty of Education of the University of Ottawa, which is responsible for the centre's educational program. This facility accommodates thirty-two residential students.

Provincial Schools

The Provincial Schools serve students who are blind or deaf. The W. Ross Macdonald School in Brantford offers students who are visually impaired a full elementary and secondary program, from Grade 1 to Grade 12, including Ontario Academic Courses. By providing workshops, seminars, special courses, and consultation, and by increasing the number of free, large-print textbooks it distributes to other schools, the school has expanded its role as a provincial centre for visually impaired students. It has also assumed a co-ordinating role in providing audio and braille materials to school-age and postsecondary students throughout the province.

In 1989-90, 215 students who are blind were enrolled at the school.

In addition, the W. Ross Macdonald School provides one of the leading programs in North America for students who are blind and deaf. The program serves students from Ontario, British Columbia, Alberta, Manitoba, and Saskatchewan. In 1989-90, thirty-nine students were enrolled in the residential program. Extensive resource services were also provided by the school to maintain an additional 135 preschool and school-age children who are blind and deaf in their home communities throughout Ontario.

The ministry operates three schools for students who are deaf: the Sir James Whitney School in Belleville, the Ernest C. Drury School in Milton, and the Robarts School in London. All three are regional resource centres and provide a broad range of services to families, school boards, and agencies, in addition to programs for enrolled students.

The Robarts School, with an enrolment of 53 residential and 55 day students, and the Ernest C. Drury School, with an enrolment of 47 residential and 182 day students, offer five-day-a-week residential programs. In these schools, all residential students return home each weekend. The Sir James Whitney School, which serves the northern areas of Ontario, has 108 residential and 56 day students and provides a seven-day-a-week residential program.

In addition to offering specialized training for students who are deaf, these schools provide educational programming from Kindergarten to Grade 12 that includes a wide range of elementary, secondary, vocational, life skills, and co-operative education course options.

The Teacher Education Centre in Belleville provides a one-year post-graduate training program for certified teachers and selected deaf and hard-of-hearing university graduates. This program prepares trainees to work in schools and classes for students who are deaf and hard of hearing. In 1989-90, eleven trainees received the Ontario Diploma in Deaf Education.

French-Language Fund (Learning Materials)

The French-Language Fund (Learning Materials) provides financial assistance to encourage the development, production, and distribution of Canadian learning materials for French-language elementary and secondary classes and adult basic literacy training. The fund supported twenty-eight new projects in 1989-90. Twenty projects that had been funded in previous years were completed. The projects included original French-language textbooks, audio-visual materials, learning activity books, kits, and guides. Some of these materials were translations and adaptations of English-language originals.

French-As-a-Second-Language Programs

Ontario school boards are required to provide a core French program from Grade 4 to Grade 8 that gives students a minimum of 600 hours of instruction in French before they enter secondary school. In addition to this basic program, 60 per cent of the boards offered extended or immersion French courses at the elementary level in 1989-90. As of September 30, 1989, almost 89 000 elementary school students were enrolled in immersion French programs and more than 27 000 students in extended French programs.

At the secondary level, where one credit in French as a second language is compulsory, almost 22 000 students were enrolled in extended or immersion French programs.

Official-Languages Monitor Program

This federal-provincial program, funded by the federal government and administered by the Ministry of Education, places postsecondary students as part-time second-language monitors in elementary schools, secondary schools, colleges, and universities. (A number of full-time monitors are

placed in schools in semi-urban or rural settings.) Under the supervision of first- and second-language teachers, monitors carry out supplementary non-teaching activities, helping students to use the language in real-life situations and creating an awareness of the culture associated with the language.

In 1989-90, 485 second-language monitors, of whom 58 were full-time, worked in Ontario, while 291 Ontario students worked as monitors in other provinces.

Canada-Ontario Agreement on the Official Languages in Education, 1988-93

The ministry, in collaboration with the Ministry of Colleges and Universities, led Ontario's negotiations with the federal government on a new five-year agreement to provide federal support for French minority-language education and French-as-a-second-language instruction at the elementary, secondary, and postsecondary levels. This agreement, concluded in October 1989, covers the period April 1, 1988, to March 31, 1993, and succeeds the first Ontario-Canada five-year agreement, which began in 1983. In 1989-90, Ontario received a contribution of more than \$66 million from the federal government under the agreement.

Exchange and Travel Programs

The ministry supports a variety of exchange and travel programs that give students and educators opportunities to live and study in other provinces and nations.

Student Exchanges

A total of 476 Ontario students took part in international exchanges with students from France, Switzerland, Germany, Italy, Spain, and Belgium during 1989-90. Participants lived with the exchange partner's family and attended a local school for two to three months.

As well, 198 Ontario students participated in a three-month exchange with Quebec students. This was the largest single exchange co-ordinated by the ministry in 1989-90.

Travel and Cultural Activities for Francophone and French-Immersion Students

Students from more than forty-four Ontario French-language schools and classes and French-immersion classes travelled to French-speaking centres in Quebec for short educational visits in 1989-90. In addition, funding assistance was provided so that students from forty-five French-language Ontario schools and classes could participate in short-term

visits or exchanges with students from other Ontario schools. Funds were allocated to twenty-four school boards to help organize French cultural activities for French-language students.

Educator Exchanges

Seventy-six educator exchanges were made in 1989-90 – fifty with Australia, eight with New Zealand, fourteen with the United Kingdom, three with Switzerland, and one with the United States.

At the interprovincial level, three exchanges took place with British Columbia and one with Nova Scotia.

Ontario Young Travellers

Visits to the provincial capital by 5000 students from 162 schools in Northern Ontario were made with assistance from the Ontario Young Travellers program in 1989-90. The program helps to meet the costs of transportation and accommodation for students in Grade 8, senior elementary special education, and mixed Grade 7 and 8 classes, as well as students in Grade 7, where that grade is the last one in an elementary school.

Seminars for Educators

In the summer of 1989, the ministry organized two two-week seminars in Canadian studies for eighty visiting educators from Western Europe. As well, twenty-five English-as-a-second-language teachers from France took part in a similar program focusing on Canadian culture and literature. The program was organized in co-operation with the University of Toronto's Faculty of Education.



Twenty-three seminars in several countries were open to Ontario educators during the same summer. More than 400 educators took part in these two- to four-week programs. Academic and cultural activities were chosen to broaden the participants' knowledge of the host country – in particular, its education system, politics, economics, history, culture, and arts. In some cases, the program was designed to increase participants' language fluency, too.

Ontario Student Leadership Centre

More than 1500 students participated in eleven student leadership courses at the Ontario Student Leadership Centre on Lake Couchiching from May through September 1989. The courses focused on music, athletics, student government, and multicultural and multiracial relations. For the first time, a co-educational athletics program was offered. Co-educational Grade 7 athletics and Grade 7 multicultural courses were also held.

These courses develop students' leadership potential and stimulate personal growth by presenting students with challenging tasks that require them to work effectively in a group. The courses are also a professional development opportunity for approximately 135 teachers across the province.

Circular 14

The 1990 edition of *Circular 14: Textbooks*, the annual publication that lists texts approved for use in Ontario schools, included 191 new English-language and 28 new French-language titles. Schools must choose textual materials for classroom use from this list, unless the ministry has granted permission to use unlisted materials. Approximately 95 per cent of the textbooks listed in *Circular 14: Textbooks* were written by Canadians and manufactured in Canada.

Youth Employment Services

The transfer of responsibility for youth employment services from the Ministry of Skills Development to the Ministry of Education at the end of the 1989-90 fiscal year reflected a renewed emphasis on preparing young people for employment.

The FUTURES program offers counselling, skills training, education upgrading, and work experience to hard-to-employ youth aged sixteen to twenty-four. This assistance is delivered through colleges of applied arts and technology and Youth Employment Counselling Centres. In 1989-90, more than 27 000 young people participated in the program.

FUTURES has two components. The first is pre-employment preparation, which includes life skills and education upgrading. The second is work experience, which involves placement in a suitable job for up to sixteen weeks at minimum wage. During this time, progress is monitored by a counsellor and the employer.

A variety of additional options are available to eligible participants in the work experience component, including a combination of part-time work and part-time school and a one-year guaranteed work experience; both options are designed to help young people acquire secondary school credits. In offering these additional training and education opportunities, FUTURES is responding flexibly to clients' needs.

The Youth Employment Counselling Centres through which FUTURES is available are funded by the province to provide a complete range of community-based employment counselling and work placement services. In 1989-90, the 70 centres operating across Ontario served 26 000 clients.

The two Ontario Youth/Training HOTLINES serve as points of contact through which young people, guidance and employment counsellors, and employers can receive information about all provincial youth and training programs. In 1989-90, this toll-free telephone service (Youth HOTLINE: 1-800-387-0777; Training HOTLINE: 1-800-387-5656), which is equipped with a Telephone Device for the Deaf (1-800-387-0743), received more than 56 000 calls, the majority from people under the age of twenty-four.



For many students, employment means part-time and summer jobs. In 1989-90, the Ontario Summer Employment Program, which offers wage subsidies to encourage employers to create summer jobs, was redesigned to focus on Northern Ontario, where youth unemployment was greatest. The program created more than 8000 jobs for youth between the ages of fifteen and twenty-four; disabled persons up to the age of twenty-nine were also eligible to participate.

Literacy and Adult Basic Skills

Meeting the needs of many Ontarians for training in basic literacy requires a wide range of creative programs shaped and delivered locally. Ontario government support for literacy in 1989-90 was directed to both individuals and communities, with an emphasis on building the partnerships among government, educators, community groups, unions, employers, and volunteers that are a key to success.

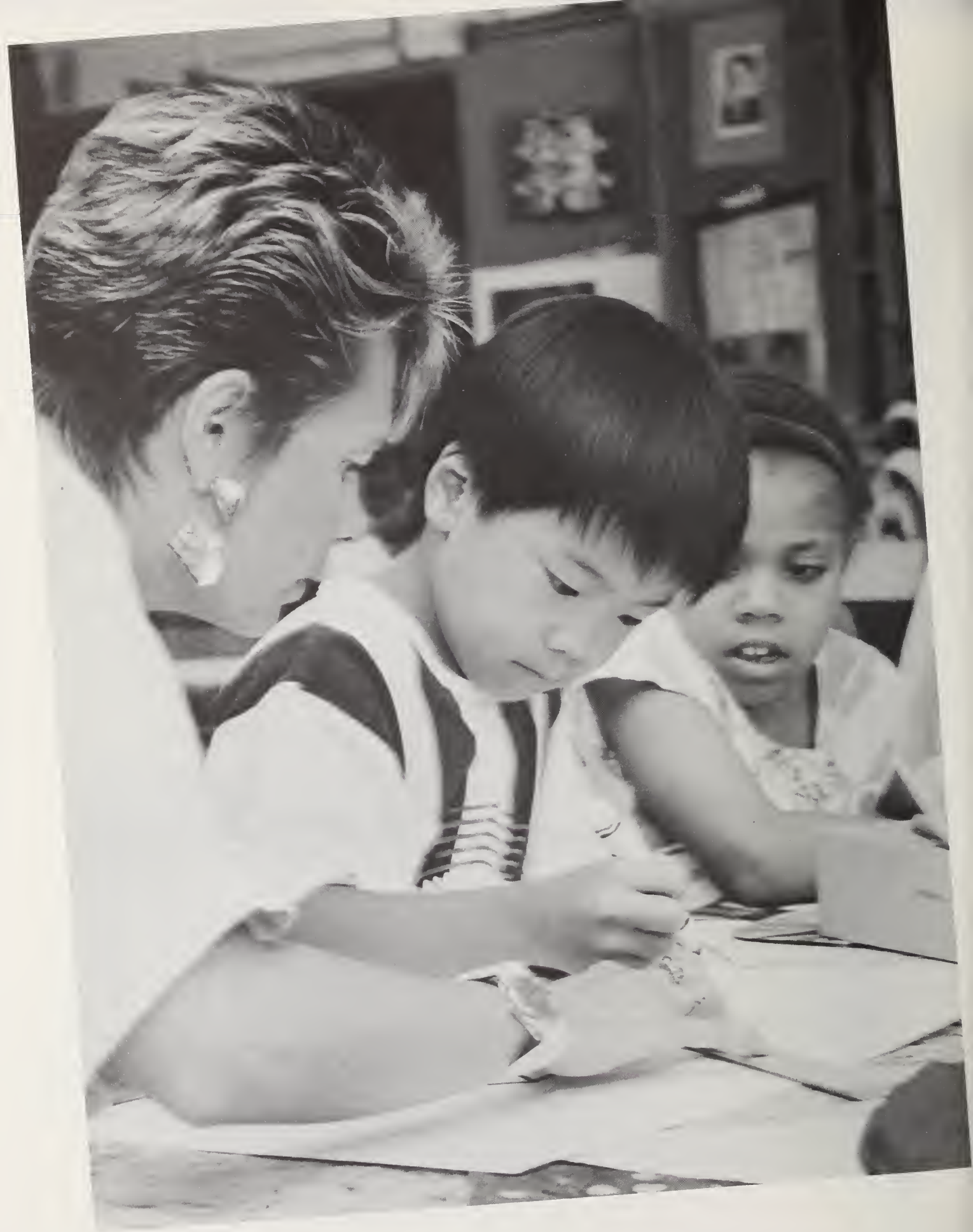
In 1989-90, more than \$37 million was spent on programs such as Ontario Basic Skills, which provides tuition-free training to adults aged twenty-five and over at colleges of applied arts and technology. Other programs included Ontario Basic Skills in the Workplace, which provides literacy training for employees; Ontario Community Literacy, which supports organizations involved in the delivery of literacy training; and a Special Projects Fund.

The United Nations declared 1990 International Literacy Year. In response, the Ontario government undertook initiatives that included recruiting corporate sponsors for literacy activities and providing incentive grants for literacy training in the workplace. Funding of \$5 million has been allocated over two years (1989-90 and 1990-91) to support these initiatives.

These activities in 1989-90 were funded and administered by the Literacy Branch of the Ministry of Skills Development. The transfer of the branch and its responsibilities to the Ministry of Education was to be completed by April 1990.

Education Week

Since 1936, Education Week has provided an opportunity for the province's schools to reach out to the community through activities and events that demonstrate the goals and achievements of education in Ontario. Education Week in 1989 was April 23 through April 29. The activities, organized around the theme "Partnerships for Success", celebrated the continuing participation of business, industry, labour, and the wider community in education.



Agencies, Boards, and Commissions

This section describes some of the agencies, boards, and commissions of the Ministry of Education that undertake a variety of responsibilities in the service of the Ontario Government and the public. These responsibilities include advising the Minister, administering acts and regulations, delivering services to the educational community, consulting with interest groups, and acting to resolve disputes.

Advisory Council on Special Education

The Ministry of Education Advisory Council on Special Education advises the Minister on policies, procedures, and practices with respect to special education programs and services in Ontario. The council includes representatives of four major parents' associations, ten members of various professional associations, and two members of the Ontario School Trustees' Council.

The council's activities in 1989-90 focused on the specific needs of exceptional students over the age of twenty-one; possible amendments to special education legislation; the implications of the 1989 Throne Speech plan for education of children with special needs; and special education components within teacher education programs.

Council for Franco-Ontarian Education

The Council for Franco-Ontarian Education assists the Minister of Education and the Minister of Colleges and Universities in efforts to better meet the educational needs of Ontario students whose first language is French. This assistance is provided in the form of advice about the impact of current programs, services, and policies on French-speaking students. The council also examines proposed legislation and amendments to legislation and submits recommendations to the ministers.

Education Relations Commission

The Education Relations Commission was established under the School Boards and Teachers Collective Negotiations Act. Its mandate is to provide assistance in negotiations between Ontario school boards and the local branch affiliates of the teachers' federations. (There are approximately 285 collective agreements between school boards and teachers in Ontario.) The commission appoints fact finders and mediators and provides information to the parties involved.

The five-member commission represents the public interest by supervising strike and ratification votes. It also has the duty of notifying the government if and when a strike or lock-out jeopardizes the successful completion of students' courses of study.

The commission reports annually to the Legislature in accordance with section 60 of the School Boards and Teachers Collective Negotiations Act.

Languages of Instruction Commission of Ontario

The Languages of Instruction Commission of Ontario was established in 1973 to help resolve disputes regarding the delivery of French-language education (or English-language education where English is the minority language) in Ontario schools. The commission considers matters brought to its attention by school boards, their minority-language advisory committees, and ratepayer groups. Providing information on minority-language education rights in Ontario to the parties involved in a dispute is an important part of this responsibility. The nine-member commission, of which at least four members are English-speaking and four members French-speaking, also considers and advises on issues referred to it by the Minister.

In 1989-90, the commission dealt with matters referred to it by ten school boards.

Ontario Teachers' Pension Plan Board

The Ontario Teachers' Pension Plan Board, formerly the Teachers' Superannuation Commission, administers the pension plan for most teachers in Ontario. In 1989-90, there were approximately 160 000 teachers and 40 000 pensioners in the plan. The pension fund managed by



the eight-member board had assets of more than \$17 billion in government debentures. Under the Teachers' Pension Act, 1989, the board has the authority to invest these assets and all new cash flows in market securities.

The board prepares an annual report to the Minister of Education that is tabled in the Legislative Assembly.

Planning and Implementation Commission

Since 1984, the Planning and Implementation Commission has been responsible for administering the extension of full funding to the final grades of the Roman Catholic separate school system in Ontario. In 1989-90, the eight-member commission was particularly involved with assistance to public and Roman Catholic school boards that were seeking to resolve issues of pupil accommodation arising from the extension.

The commission publishes an annual report in accordance with section 136s. of the Education Act.

Provincial Schools Authority

The Provincial Schools Authority is the official employer of teachers working in schools operated by the Ministry of Education, the Ministry of Correctional Services, and the Ministry of Health. It negotiates a collective agreement on behalf of the three ministries with the official employee organization that represents the teachers. The Provincial Schools Authority is also responsible for administering the grievance process and for managing any labour relations issues that arise.

Teacher Education Council, Ontario

The Teacher Education Council, Ontario, was established by Order-in-Council on September 1, 1989, to advise the Minister of Education and the Minister of Colleges and Universities on developing quality teacher education in Ontario.

The sixteen-member council is the first of its kind in Canada. It is a partnership made up of four representatives from each of the following: the universities, teachers' organizations, school boards, and government. One member from each of these constituent groups is from the French-language education system. The council also receives input from two advisory committees – one a French-language education committee, the other composed of representatives of parents' groups. This partnership approach encourages collaboration and the co-operative identification and discussion of issues concerning teacher education.

The council's activities centred on issues such as improving the selection and training of prospective teachers; renewing the teaching staff in Ontario's schools; and developing measures to assist in the continuing, self-directed professional development of teachers.

The council will submit an annual report to the Minister of Education and the Minister of Colleges and Universities.



